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FINANCING OF THE UNITED NATIONS ADVANCE MISSION IN CAMBODIA

FINANCING OF THE UNITED NATIONS TRANSITIONAL AUTHORITY IN CAMBODIA

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Advance Mission in Cambodia (UNAMIC) and the United Nations Transitional Authority in Cambodia (UNTAC) (A/46/903). During its consideration of the report, the Committee met with the Special Representative of the Secretary-General for Cambodia and was provided with additional information by representatives of the Secretary-General.

2. Chapter I of the Secretary-General's report summarizes the events leading to the submission of document A/46/903. As stated in paragraph 4, in its resolution 718 (1991), the Security Council requested the Secretary-General to submit "at the earliest possible date a report containing his implementation plan, including in particular a detailed estimate of the cost of UNTAC", on the understanding that this report "would be the basis on which the Council would authorize the establishment of UNTAC". The requested report is contained in document S/23613; as discussed therein and as noted in paragraph 6 of document A/46/903, UNTAC would consist of seven distinct components: "the human rights component, the electoral component, the military component, the civil administration component, the police component, the repatriation component and the rehabilitation component".

3. The Secretary-General also recommended in his report to the Security Council that "with the exceptions noted in the present report, the expenditures of the Mission should be considered as expenses of the Organization to be borne by Member States in accordance with Article 17, paragraph 2, of the Charter" and that "assessments to be levied on Member

States should be credited to a special account to be established for this purpose" (S/23613, para. 172). With regard to the above-mentioned exceptions, the Advisory Committee notes from the Secretary-General's report to the Security Council that "the repatriation and resettlement would be funded from voluntary contributions" (para. 149). The Secretary-General estimated that under the rehabilitation component a total of US$ 9 to 14 million would be required for reintegration assistance to the demobilized military forces of the Cambodian parties, to be funded as part of UNTAC's regular operating budget. However, "with regard to other activities undertaken in the rehabilitation phase, it is estimated that the resource needs would amount to about US$ 800 million, to be funded from voluntary donor contributions" (paras. 154 and 155).

4. As stated in paragraph 9 of document A/46/903, by its resolution 745 (1992) of 28 February 1992, the Security Council approved the Secretary-General's report (S/23613) containing his proposed plan, subject to re-examination in the light of experience, for implementing the mandate of UNTAC as envisaged in the Agreements; the Council also decided to establish UNTAC in accordance with the Secretary-General's report for a period not to exceed 18 months. As mentioned above, with the establishment of UNTAC, UNAMIC will be absorbed into UNTAC; consequently, the Secretary-General proposes that the special account for UNAMIC be consolidated into the special account for UNTAC and that the expenditures relating to both UNAMIC and UNTAC be combined. (A/46/903, para. 44). The Advisory Committee concurs in this approach.

5. In paragraph 15 of document A/46/903, the Secretary-General estimates the total cost of UNAMIC and UNTAC at $1,721,596,700 gross ($1,699,512,600 net). The Advisory Committee notes that this amount comprises the expenditures of UNAMIC for the period 1 November 1991 to 14 March 1992, estimated at $20,023,200 gross ($19,777,200 net), and the estimated full cost of UNTAC for the period 15 March 1992 to 31 July 1993, namely, $1,701,573,500 gross ($1,679,735,400 net), inclusive of the amount of $200 million already appropriated by the General Assembly in its resolution 46/222 for the initial phase of UNTAC's deployment. The estimate of $1,700 million includes $14 million for reintegration assistance to the demobilized military forces of the Cambodian parties, which is part of the rehabilitation component of UNTAC, but, in line with the Secretary-General's report to the Council, does not provide for repatriation (see para. 3 above).

6. In this regard, in paragraph 46 of document A/46/903, the Secretary-General "appeals to all Governments to make voluntary contributions in support of the repatriation programme to be undertaken by UNHCR as part of the UNTAC operation". He also states that "since the implementation and integrity of the electoral process is dependent upon the prior repatriation of Cambodian refugees and displaced persons", in the event of a shortfall in funding the repatriation component he "may recommend alternative arrangements".

7. As mentioned above, appropriations by the Assembly for UNAMIC and UNTAC amount, thus far, to $233,576,200 gross; as stated in paragraph 13 of document A/46/903, assessments totalling $233,294,400 have been apportioned

among Member States. The Advisory Committee was informed that as at 6 May 1992 additional payments had been received for both UNAMIC and UNTAC and that the balance outstanding had been reduced to $8.9 million for UNAMIC and $57.6 million for UNTAC, or $66.5 million combined.

8. In paragraph 14, the Secretary-General describes the voluntary contributions that have been received subsequent to the submission of his report on the financing of UNAMIC (A/46/855). The Committee was informed that the voluntary contributions previously reported for UNAMIC continue to be available for the UNTAC operations. The Committee was also informed that, in addition to the new contributions reported in paragraph 14, as at 6 May, an offer had been accepted for 1.5 million ready-to-eat meals, which would result in projected savings of $330,000 under the cost of providing food to the military forces of the Cambodian parties included in the budget estimates (see para. 76 below). In addition, three Alouette light observation helicopters have been offered by the Government of the Netherlands; however, at this point, pending experience and given that the Alouettes are not of the specification budgeted for, representatives of the Secretary-General said that they should not be offset against any provision in the budget. Rather, the helicopters will be at the disposal primarily of the Dutch infantry batallion. The Advisory Committee requests that whatever economies arise as a result of this be reflected in the performance report.

9. The Committee trusts that the Secretary-General will accept voluntary contributions, in kind or in services, in accordance with the relevant guidelines approved by the General Assembly in its resolutions 43/230, 44/192 and 45/258.

10. In paragraph 48 (b), the Secretary-General requests the appropriation and the apportionment thereof of $764,058,800 gross ($757,117,700 net) for the operation of UNTAC through 31 October 1992. As shown in table 1 below, that amount, combined with the amounts already appropriated for UNAMIC ($33,576,200 gross) and UNTAC ($200,000,000), would thus result in appropriations totalling $997,635,000 gross for the combined operations of UNAMIC and UNTAC until 31 October 1992. In this way the Secretary-General is not requesting an appropriation for the balance of what he considers the full cost of UNTAC, but rather requests that the General Assembly take note of the full estimates for UNTAC, including the expenditures related to UNAMIC. In this regard, the representatives of the Secretary-General acknowledged a number of uncertainties such as those indicated in paragraphs 12, 52 and 67 below.

TABLE 1

(United States dollars)

Total estimated cost of UNTAC (A/46/903)	Previous appropriations	Appropriation requested (A/46/903)	Total appropriation voted/requested (Col. 2 + 3)	Balance of total cost not appropriated (Col. 1 - 4)
(UNAMIC expenditure + UNTAC estimate)	(UNAMIC + UNTAC advance)			
(1)	(2)	(3)	(4)	(5)
1 721 596 700 gross	233 576 200 gross	764 058 800 gross	997 635 000 gross	723 961 700 gross
(1 699 512 600 net)	(233 171 300 net)	(757 117 700 net)	(990 289 000 net)	(709 223 600 net)

11. Upon inquiry, the Committee received information regarding the estimated expenditure for UNTAC up to 31 December 1992, which is of the order of $1,176 million. The Advisory Committee did not consider the basis on which this estimate was made. The Committee also received a breakdown regarding the estimated expenditures of $997.6 million gross for the period up to 31 October 1992, which relates to the appropriation requested by the Secretary-General. The Advisory Committee believes that it would have been helpful if additional requirements for UNTAC for the period 15 March-31 October had been separately identified in the budget document since this would have clarified the basis for the request for an additional appropriation of $764,058,800 gross ($757,117,700 net). Such information in respect of the appropriation being requested should be provided in future reports of the Secretary-General if he follows the same approach in presenting his estimate.

12. Representatives of the Secretary-General emphasized to the Committee that, as stated in paragraph 45 of document A/46/903, the information obtained from survey missions sent to Cambodia, including information received since the deployment of UNAMIC, cannot be regarded as complete and that current assessments regarding deployment are therefore subject to change. Consequently, the resource requirements submitted in the Secretary-General's report (A/46/903) "may therefore be subject to variations in light of the developments on the ground". A performance report will be submitted to the General Assembly at its forty-seventh session, including a reassessment of future requirements.

13. A breakdown of both the UNAMIC expenditure of $20,023,200 gross (which compares with appropriations for UNAMIC totalling $33,576,200 (gross)) and the UNTAC cost estimate of $1,701,573,500 gross (from 15 March 1992-31 July 1993) by object of expenditure is contained in annex I to the Secretary-General's report (A/46/903); annex II contains supplementary information concerning the UNTAC estimates for the period 15 March 1992 to 31 July 1993. The Secretary-General's report is also supported by eight other annexes, which provide more detailed information on a number of elements.

14. As noted above, the amount of $1,700 million for UNTAC from 15 March 1992-31 July 1993 is inclusive of the $200 million appropriated by the General Assembly in its resolution 46/222. It does not take into consideration the unencumbered balance for UNAMIC in the amount of $13.5 million. The corresponding narratives and costings in the Secretary-General's report are based on the entire amount of $1,700 million and do not isolate or identify those items for which funds have already been appropriated. With respect to the appropriation of $200 million for the advance implementation of UNTAC, the Advisory Committee requests the Secretary-General to report fully on the implementation of paragraph 11 of its report (A/46/874).

15. The operational plan for UNTAC, on which the above-mentioned estimates are based, is briefly outlined in paragraphs 19 to 37 of document A/46/903. As indicated therein, the main headquarters of the mission will be located at Phnom Penh, headed by the Special Representative of the Secretary-General,

assisted by a deputy, an executive management coordination and liaison team, political, legal and economic advisers, and an information service. In addition, the mission will have an administrative support division and the above-mentioned seven components, which are briefly described in paragraphs 20 to 36 of the Secretary-General's report.

16. According to the Secretary-General, a total of 1,020 international staff will be required (402 in the Professional category and above and 618 in the General Service category); in addition, the international staff will be assisted by 400 United Nations volunteers. As stated in paragraph 37 of the report, the UNTAC components (except for the repatriation component) and the division of administration will be assisted by an estimated 5,371 locally recruited personnel, including some 2,500 interpreters, "and by additional temporary staff as may be required for the conduct of the electoral process". With regard to this additional temporary staff, the Committee notes from annex II that 61,800 additional local staff, including another 1,000 interpreters, have been budgeted for during the election period. In addition, 1,000 international supervisors will provide assistance during this period, as stated in paragraph 25 of document A/46/903.

17. In order to implement the objectives of the military and police components, the estimates also provide for 19,500 personnel, comprising 12 infantry batallions (10,220 all ranks) and 5,022 logistics personnel, 485 military observers, 173 mine-clearing personnel and 3,600 civilian police.

18. Paragraphs 38 to 43 of the Secretary-General's report outline the general assumptions underlying the estimates and the conditions that must be met to enable UNTAC to discharge its functions effectively and efficiently. In particular, the Secretary-General highlights the need for proper coordination, for the computerization of some of UNTAC's components and for innovative recruitment (see paras. 19-21 below).

19. The Secretary-General discusses the need for proper coordination in paragraph 39, stating that "a coordination mechanism has been established to ensure a proper pooling of resources and planning of tasks on the basis of priority requirements of the whole mission". In the opinion of the Advisory Committee, such coordination and the proper identification of specific tasks to be implemented is essential if UNTAC is to function effectively. In this connection, the Committee recalls that annex I of the Paris Agreements outlined in broad terms the responsibilities of UNTAC vis-à-vis the civil administration, the military function, elections and human rights. In view of the limited international staff resources assigned to these areas (12 for human rights, 175 for the electoral component and 219 for civil administration), a clear identification of specific tasks and functions to be carried out is essential to ensure the optimum utilization of staff and other resources available to the operation.

20. The Committee notes that although a number of the estimates are based on past experience or on actual bids, the provisions for other components are more tentative, as acknowledged by representatives of the Secretary-General.

In this connection, representatives of the Secretary-General emphasized to the Committee the unprecedented nature of UNTAC, both in terms of its scope and the projected costs, adding that the time constraints imposed on the operation had, in some cases, made more precise budgeting difficult and added to deployment complications.

21. Bearing this in mind, the Advisory Committee has a number of observations and recommendations to make with regard to various components of the estimates, a breakdown of which appears in table 2 below. Some of the Committee's comments do not have a direct impact on the Secretary-General's current request, which relates only to requirements until the end of October 1992; however, the Advisory Committee believes that the Secretary-General should take them into consideration in the preparation of his performance report.

22. As mentioned above, the Secretary-General estimates that a total of 1,020 international personnel will be required for UNTAC, and that innovative means of recruitment will be necessary to ensure that the mission is appropriately staffed. The Secretary-General goes on to state that it may not be possible to staff UNTAC adequately from within the Organization; consequently, in some cases personnel might be seconded from the specialized agencies of the United Nations system, while in other instances "Member States may be able to provide personnel to UNTAC" (A/46/903, para. 43).

23. Despite its inquiries, it was not clear to the Advisory Committee to what extent the Secretary-General had implemented innovative recruitment procedures; as discussed below, not all of the 1,020 international staff have been identified. The Committee considers that unless the required number of staff are emplaced on time, the implementation of the UNTAC operation in the time-frame envisaged might be adversely affected.

24. In this connection, the Advisory Committee recalls that, pursuant to General Assembly resolutions 44/192 and 45/258, the Secretary-General should establish standard administrative procedures governing the provision of civilian personnel by Member States for peace-keeping operations. To this end, the Committee recommends that the Secretary-General develop specific guidelines for participation by the civilian personnel provided by Governments to UNTAC along the lines of those guidelines which are issued for election monitors and police monitors of UNTAC.

25. The Advisory Committee recalls that, as reiterated in its report (A/46/893), "it would be useful for the Secretary-General to request Member States to provide additional qualified civilian personnel to carry out non-core functions in view of the overall programmatic and budgetary considerations, thus reducing the costs of large operations and containing the use of the limited resources of the Secretariat". The Committee went on to state that such an approach should be implemented particularly in the case of large operations such as UNPROFOR and UNTAC. The Advisory Committee inquired whether attempts had been made to secure such personnel for UNTAC from Member States and was informed that Member States would be approached once the budget

UNTAC

Table 2. Cost estimate for the period 15 March 1992 to 31 July 1993

(By major object of expenditure)

(Thousands of United States dollars)

1.	Military personnel costs:	
	(a) Military observers	27 084.9
	(b) Military contingent	343 801.6
	(c) Other contingent-related costs	60 000.0
2.	Civilian personnel costs:	
	(a) Civilian police	173 020.0
	(b) International and local staff	178 441.1
	(c) United Nations volunteers	18 702.0
3.	Premises/accommodation	234 514.0
4.	Infrastructure repairs	20 800.0
5.	Transport operations	138 704.6
6.	Air operations (all aspects)	147 109.0
7.	Naval operations	27 073.5
8.	Communications	67 122.0
9.	Other equipment	41 300.2
10.	Supplies and services	35 523.0
11.	Election-related supplies and services	20 995.0
12.	Public information programmes	7 160.0
13.	Training programmes	2 945.0
14.	Mine-clearing programmes	14 256.0
15.	Assistance to factions	41 344.0
16.	Air and surface freight	64 672.0
17.	Support account for peace-keeping operations	15 167.5
18.	Staff assessment	21 838.1
	Total	1 701 573.5
19.	Staff assessment income	(21 838.1)
	Net total	1 679 735.4

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was approved; in the meantime, because the Secretary-General had not initiated action to obtain such personnel from Member States for UNTAC, the full provision for staff was included in the budget. The Advisory Committee trusts that the Secretary-General will vigorously pursue efforts to secure qualified personnel from Member States and in this connection it points out that nothing should prevent the Secretary-General from approaching Member States on a preliminary basis in anticipation of launching an operation and prior to budget approval. The Advisory Committee requests the Secretary-General to indicate savings resulting from the recruitment of such personnel in his performance report.

26. As indicated in paragraph 27 of annex II, the provision for salary and common staff costs provides for 1,020 international staff and 67,171 local staff. As shown in paragraph 30 of the annex, the latter figure includes 61,800 local staff (including 1,000 interpreters) who will be required only during the election period. In addition, the estimates provide for the travel and subsistence allowance only (annex II, para. 35) of a further 1,000 international supervisors who will be required for the 30 days during the election period. Consequently, during the election period the regular complement of staff will be augmented by 62,800 personnel.

27. In this connection, the Advisory Committee recalls that section D of annex I to the Paris Agreements states that "in organizing and conducting the electoral process, UNTAC will make every effort to ensure that the system and procedures adopted are absolutely impartial, while the operational arrangements are as administratively simple and efficient as possible" (para. 6).

28. The Advisory Committee discussed the cost estimate and the electoral process envisaged at some length with representatives of the Secretary-General; in this connection it notes that the size and distribution of the electorate has yet to be determined. As stated in the first progress report of the Secretary-General to the Security Council (S/23870), "initial work on the compilation of socio-demographic and cartographic data required for the detailed planning of the election process is being undertaken" (para. 17). The Advisory Committee recalls from the Secretary-General's report (S/23613) that a determination of the number of polling stations required can only be made once the size and distribution of the electorate is known (para. 37); this in turn has a bearing on the number of staff required and any change will impact on the estimates (see para. 31 below). Any change in the number of polling stations would also affect the estimate of $10.6 million for generators (annex II, para. 79).

29. The provision for the electoral component relates not only to staff resources but also, as shown in table 2 above, to election-related supplies and services for which approximately $21 million is budgeted, as discussed in paragraphs 98 to 100 of annex II. In the opinion of the Advisory Committee, the cost of a number of items included in the estimate appears high; it therefore urges the Secretary-General to ensure that the funds are administered with a view to achieving economies wherever possible. In

particular the Committee urges him to be prudent in evaluating the requirement for the computerized electoral programme referred to in paragraph 100 (i) of annex II.

30. In so stating, the Committee emphasizes that it does not oppose the computerization which the Secretary-General discussed at length in his report to the Security Council (S/23613); the Committee also recognizes that "the election is the focal point of the comprehensive settlement" (ibid., para. 49). However, the Committee believes that care should be taken to install a system that, while addressing the identified needs, is not too sophisticated for the purpose for which it was intended.

31. The combined estimates for the salary and common staff costs of international and local staff amount to $118.5 million; as shown in paragraph 32 of annex II, the provision of $33.8 million for common staff costs includes $7.2 million for local staff. In response to inquiry, the Committee was informed that included in the $7.2 million was a provision of $1.6 million to cover the Organization's share of the pension contribution for the 5,113 local staff who are considered "long-term", that is, as shown in paragraph 30 of annex II, staff who will be employed for six months or more.

32. In this connection, the Advisory Committee recalls that under the Regulations and Rules of the United Nations Joint Staff Pension Fund, which were adopted by the General Assembly in its resolutuion 248 (III), effective 23 January 1949 and amended by various resolutions since that date, any full-time staff member who completes six months of service without an interruption of more than 30 days becomes a participant in the Fund, "provided that participation is not expressly excluded by the terms of his appointment" (art. 21). The Committee further notes that contributory service of five years or more is one of the conditions to be met in order to be eligible for a retirement benefit.

33. In view of the duration of UNTAC, the Committee questions the application of a system designed for long-term staff members to locally recruited staff of short-term peace-keeping operations and points out that it will cause an avoidable increase in the cost of the operation, without benefiting the staff, and will impose an enormous administrative burden on the Fund. In the opinion of the Advisory Committee, such staff should be excluded from participating in the Fund.

34. As explained in the cost parameters outlined in annex II, mission subsistence allowance is provided to military observers/mine-clearing personnel, international staff and civilian police; payment of the allowance is also made to air crews, as indicated in paragraph 57 of annex II. In this connection, the Secretary-General states that a comprehensive salary survey is currently being undertaken in Cambodia and it is anticipated that the current allowance of $111 per day will be increased to $145 per day. That being the case, the budget estimates are based on the rate of $145 where no accommodation is provided by the United Nations and $100 per day when accommodation is provided by the United Nations.

35. The Advisory Committee notes that the allowance of $111 a day cited by the Secretary-General was in fact increased by the International Civil Service Commission to $139 per day, effective 1 February 1992. The Committee further notes that the rate of $139 established by the Commission is applicable only to personnel residing at the Hotel Cambodiana in Phnom Penh; elsewhere in Phnom Penh the rate is $60 and less in other areas of the country. In response to inquiry, the Committee was informed that, given the hardship character of the mission, it was proposed that all personnel staff serving in UNTAC receive one rate of subsistence allowance, with one reduced rate for those receiving accommodation. The Committee was also informed of the possibility that the above-quoted survey might result in a rate higher than the figure of $145.

36. In the opinion of the Advisory Committee, notwithstanding the hardship nature of the operation, the rates applicable to those not residing in the Hotel Cambodiana and those provided with United Nations accommodation should be reviewed. The Committee is of the view that more realistic rates should be applied; this would result in significant savings in respect of the estimates for mission subsistence allowance, which together total some $227.5 million.

37. The Secretary-General estimates that some 76 per cent of military observers/mine-clearing personnel and international staff (see paras. 12 and 33 of annex II) will be provided with United Nations accommodation; the corresponding percentage for civilian police (annex II, para. 24) is 95 per cent. In response to inquiry, the Committee was informed that the rates reflect the location of the personnel and the assumed availability of accommodation; however, the percentages might change, thereby entailing an increase or reduction to the overall estimate for mission subsistence allowance for these three categories.

38. The Advisory Committee notes that savings in respect of mission subsistence allowance will arise if any delay occurs vis-à-vis the schedules of deployment contained in the Secretary-General's report for the deployment of military observers, civilian police and international staff. In this connection, the Advisory Committee notes that, as at 6 May, some 315 military observers/mine-clearing personnel had been deployed; the estimates in paragraph 11 provide for the deployment of 408 military/observers and mine-clearing personnel by 1 May, so such delay has occurred.

39. With regard to international staff, the Committee was informed that some 180 international staff were currently in place and that travel arrangements were currently being made for over 300 other staff members who had been selected for the mission. In view of the information provided to the Committee regarding the identification of staff (see para. 20 above), it appears likely that the schedule of emplacement contained in annex II will not be adhered to, thus giving rise to savings both in terms of the mission subsistence allowance and salary and common staff costs; the estimate for miscellaneous supplies will also be affected if significant delays occur.

40. In response to inquiry, the Committee was informed that 193 civilian police had been deployed thus far; as shown in annex II of the Secretary-General's report, 450 are to be deployed by 15 May and a further 450 by 1 June. The Committee was also informed that total confirmed offers for civilian police personnel totalled 2,200 thus far and that efforts were being made to secure the balance of 1,400. These delays, as explained above, will also give rise to savings.

41. The Advisory Committee notes that the provision for travel amounts to some $61.9 million ($2.6 million for military observers, $23.7 million for military contingents, $22.3 million for civilian police and $13.3 million for international staff). In this connection, the Advisory Committee notes from paragraph 20 of annex II that "the emplacement, rotation and repatriation travel of the military contingents will be undertaken primarily by commercial air charters". Because of the number of personnel involved in UNTAC, charter of entire aircraft in other cases may also be possible, thus resulting in rates that are substantially lower than the average fares quoted for military observers (annex II, para. 13), civilian police (para. 25) and international staff (para. 34). Since a large number of these personnel are coming from countries near Cambodia, some savings should arise in travel expenditures. In response to inquiry, the Committee was informed that the estimate for the travel of contingents did not take into account the emplacement/rotation/repatriation of at least one contingent by overland means; savings would thus be realized under the travel of military contingents.

42. The Advisory Committee was informed that the United Nations had entered into a contract that provided for some 2,315 one-way trips at a cost of $2,850,000, including 100 kilos free accompanied baggage from various destinations to Phnom Penh. The Committee was further informed that new requests for proposals were being prepared and that it was expected that a bid would be received that would be at least as attractive as the present arrangement for the rest of the deployment (or redeployment) of UNTAC, thus resulting in savings in respect of the estimates for travel costs of civilian police, military observers and international staff.

43. The Advisory Committee also discussed the deployment of the military contingents at great length and was given a thorough briefing. Information provided included the estimated arrival dates of the contingents and support units that remain to be deployed. In this connection, the Advisory Committee notes the Secretary-General's statement in his report to the Security Council (A/23870) that, as at the end of April, the total number of troops deployed within Cambodia was 3,694 (para. 20). The Committee was assured that by the first week of June sufficient numbers would have been emplaced to enable Phase II to begin. In this connection, the Committee notes that, as reported on 11 May by the Secretary-General's spokesman, the Commander of the military component of UNTAC announced on 9 May 1992 that Phase II would begin on Saturday, 13 June.

44. The Committee welcomes this assurance. Nonetheless, the Committee notes that delays have occurred vis-à-vis the schedule contained in annex II on which the budget estimates are based. Moreover, the exact arrival dates of certain contingents have yet to be confirmed. The Committee trusts that the emplacement of the contingents will be properly synchronized with the agreed timetable for regroupment and cantonment now scheduled to begin on 13 June.

45. Delay in the arrival of contingents and logistics units, even assuming that all are in place by June, will have a substantial impact on the estimates with regard not only to the provision of reimbursement to troop-contributing Governments ($183.8 million) at the standard rates established by the General Assembly in its resolution 45/258, but also on the provision of a daily allowance to troops ($6.5 million) and on the estimate of $126.1 million for rations, as well as on other items such as contractual services for contingent personnel and quartermaster and general stores supplies used by the military.

46. As stated in paragraph 18 of annex II, the provision of $126.1 million for rations is used to provide the 15,242 military troops (both infantry and logistics) food and drinking-water for the varying periods of their deployment. The Secretary-General estimates the cost of rations at $8.50 per person per day; in addition, the estimates provide an overhead for sea and local transport, warehousing and distribution. As stated in paragraph 18 of annex II, the overhead is estimated at 180 per cent of the ration cost, bringing the total cost to $23.80 per person per day.

47. The Advisory Committee sought more information concerning both the cost of the rations and the overhead and was informed that both were tentative since no bids had yet been received on which to calculate such a provision. The Committee notes that the estimate of $8.50 per ration exceeds the figures used for UNAMIC and other peace-keeping operations; those figures also contain an element of overhead. That being the case, and notwithstanding the justification set forth in paragraph 18 of annex II, the Committee is of the view that the estimate for rations is greatly overstated and that substantial savings are possible under this item.

48. The Committee also notes that the contingents have been requested to arrive equipped with 60 days' worth of dry rations and that the estimates do not reflect this. Although the troop-contributing Governments can claim reimbursement for those rations, the cost will not include the overhead that is included in the estimate, so substantial additional savings will arise in respect of the estimate.

49. The Committee sought information concerning the basis for the calculation of the estimates for death and disability compensation ($15 million) and contingent-owned equipment ($45 million). The Committee received a breakdown of the amount of $45 million but is not convinced that all will in fact be necessary. While not disputing the need to provide for death and disability payments, the provision appears high; the Committee trusts that additional information will be provided in the performance report of the Secretary-General.

50. The deployment schedules contained in the Secretary-General's report also relate to the departure of the contingents and the logistic units. In this connection, the Committee notes that three contingents are scheduled to depart by 31 May 1993. In view of the election date, the Committee questions this and requests the Secretary-General to consider phasing out the three infantry contingents and some support units earlier, and to report on this in the performance report. Although the Committee was informed that the logistic units were needed to support civilian staff, it is not fully convinced that all are required in the numbers indicated. The Committee requests that full justification be provided for the retention of the full complement of logistic units.

51. As stated in paragraph 16 above, the international staff will be assisted by 400 United Nations Volunteers; details of the related estimate of $18.7 million are contained in paragraph 38 of annex II. In the opinion of the Advisory Committee the use of the volunteers represents a cost-effective mechanism. The Committee was informed that the provision for medical services at each of the planned dispensaries at 17 of the regional capitals, discussed in paragraph 85 of annex II, also relates to the use of United Nations volunteers.

52. The UNTAC budget provides a total of $234.5 million for premises/accommodation, as discussed in paragraphs 39 to 46 of annex II. The major components of that estimate relate to the acquisition of prefabricated units ($223,514,000). The Advisory Committee was informed that the prices quoted for these units approximated very closely the actual bids that had been received. In response to inquiry, the Committee was informed that no decision had been taken regarding the disposition of these units, as well as other equipment.

53. The estimate for premises/accommodation also provides $67.2 million for the upgrading of tented accommodation for military contingents; included in that amount is $57.6 million for improvement of the accommodation of 9,600 personnel over and above what will be done initially when the contingents are housed in tents. Bearing in mind the scheduled withdrawal of six contingents by October 1992, as well as the provision for rotation, the Committee is of the view that provision, which, as mentioned, relates to 9,600 personnel, is excessive.

54. The Committee notes, from paragraph 48 of annex II of the Secretary-General's report, that UNTAC will purchase 7,845 vehicles (in addition to the 199 vehicles previously purchased for UNAMIC) at a cost of $88,782,600. The report states that 4,000 contingent vehicles, valued at $100 million, will be provided by troop-contributing Governments. The report also states that 1,000 vehicles will be rented for three months at a monthly cost of $700 per vehicle (total $2.1 million), while awaiting the arrival of the vehicles to be purchased.

55. It is the view of the Committee that the ratio of vehicles to staff is high. It is also the view of the Committee that, since the vehicles were being purchased directly from the factories and given the scale of the

purchase, the unit prices should be considerably lower than what has been estimated. The Committee questions the decision to purchase many two-wheel drive vehicles for the operation on the ground; in view of the current state of the roads, particularly during the rainy season, those vehicles will not be very useful outside the District of Phnom Penh. With regard to the rental of vehicles (estimated $2.1 million), the Committee was informed that considering the current car rental facilities in Cambodia it was very unlikely that UNTAC would be able to utilize this provision.

56. The cost of petrol, oil and lubricants for the vehicles ($26,265,300) is based on an assumption that all vehicles would be travelling 75 miles per day. This appears excessive and unlikely to be reached in cases of all vehicles throughout the mandate period. Thus savings are likely in this area.

57. With regard to the cost of spare parts, repairs and maintenance of vehicles ($18,737,000), the Committee was of the view that since the vehicles are new and would be required for a relatively short period (maximum 14 months), considerable savings could be made on this item.

58. The Committee notes that the cost of third-party vehicle insurance is estimated at $236 per vehicle. The Committee felt that this cost was very high and should be re-examined in view of the fact that the world-wide standard cost of third-party vehicle insurance was about $135 per vehicle. It is the opinion of the Committee that considerable savings could be made on this item. In this connection the Committee suggests that the Organization should explore the possibility of starting its own self-insurance or seeking cheaper insurance facilities nearer the area.

59. The requirements for the telecommunication system are covered in paragraphs 66 to 72 of annex II and annexes VII and VIII of the Secretary-General's report. It is stated that UNTAC will require a communication system capable of providing telephone, hard-copy message, facsimile, plus data and courier communication facilities at the provincial level and above; telephone communication at the district level and above; and voice communications at all levels. The report also indicates that the structure of the communication system will comprise the elements described in Parts A and B at a cost of $36,772,000 and $32,000,000 respectively. Part A will be a tactical military system augmented by low-capacity commercial telephone and radio equipment, installed to satisfy the immediate need during the initial deployment stage. As indicated in paragraph 69 of annex II, Part B will be "a massive commercial communication system to be provided by an outside contractor" to be ready at the beginning of the registration.

60. The Committee was informed by the representative of the Secretary-General that installation of the massive commercial system would render the tactical military system obsolete. The Committee was also informed that although it would have been more economical to install the commercial system from the very beginning of the operation than the two-stage approach adopted in the document, since the commercial system could be structured to provide all the needs of UNTAC, it was not done in this way because it takes about four months

to install the commercial system. The Committee requests the Secretary-General to re-examine this proposal with a view to finding out whether, even at this late stage, instead of installing the massive commercial system, Part A can be enhanced to achieve the objectives of the operation, bearing in mind that the tactical military system, like the commercial one, is capable of transmitting hard-copy messages.

61. The requirements for office equipment are covered in paragraph 73 of annex II of the Secretary-General's report. The Committee was of the view that the cost of this item ($7,877,600) was on the high side and that savings could be made. Owing to the late arrival of international staff, already noted by the Committee, there will be further scope for savings in this area. It seemed to the Committee that a number of items were priced in excess of the levels prevailing in the retail market in New York.

62. The estimate for data-processing equipment is $10,060,000. The Committee is of the opinion that the data-processing equipment envisaged is more sophisticated than necessary for the effective operation of UNTAC. The Committee also noted that the ratio of computers to staff and printers to computers was rather high. The Secretary-General is requested to review the procurement of this item so that only the equipment that would adequately meet the requirements to carry out the functions of UNTAC is purchased.

63. The provision for UNTAC's air operations includes $81.8 million for the hire/charter of helicopters and $21.7 million for the hire/charter of fixed-wing aircraft, as discussed in paragraphs 53 and 55 of annex II. In this connection, the Committee recalls that in his report to the Security Council (S/23613), the Secretary-General indicated that an air support group would be required to operate and maintain 10 fixed-wing aircraft and 26 helicopters; this requirement was adjusted in the addendum to the report. The Advisory Committee notes that the provisions in the budget have again been adjusted. Representatives of the Secretary-General informed the Committee that the composition of the aircraft fleet, as well as the periods for which they were required, might change as dictated by the operational requirements of the mission.

64. The Advisory Committee was provided with additional information regarding the cost estimates under this item. Taking into account contracts entered into for initial periods on 5 May for a number of the aircraft, representatives of the Secretary-General informed the Committee that the estimate for the hire/charter of fixed wing aircraft could be reduced by approximately $2 million; the estimate for helicopters could be reduced by approximately $31 million. The Committee notes that the contracts call for the positioning of the aircraft by mid-May; the extent to which these dates are not adhered to will have an impact on other associated costs such as fuel and landing fees.

65. Included in the estimate for air operations is a provision of $20 million for air traffic control services and equipment, as discussed in paragraph 58 of annex II. No information was available concerning the basis for this

estimate or specifications regarding the equipment; the Committee trusts that more complete information will be provided in the performance report.

66. A total of $27.1 million has been budgeted for naval operations, as discussed in paragraphs 60 to 65 of annex II; this includes provision for the repair and maintenance of the 31 Cambodian naval vessels to be made available to UNTAC. The Committee trusts that the repairs and maintenance will involve the minimum expenditure necessary to ensure fulfilment of UNTAC's mandate.

67. The estimate for miscellaneous supplies and services includes $120,000 for external audit services "throughout the mandate period" (annex II, para. 82). However, representatives of the Secretary-General informed the Committee that in fact this related only to the period ending on 31 December 1992. The Advisory Committee trusts that the Secretary-General will ensure that adequate provision for this service is included for the entire operation in the context of his performance report.

68. In the opinion of the Advisory Committee, a number of the other estimates included under this heading are excessive are it recommends that the charges be reviewed to ensure that the services are provided with due regard for economy and efficiency. Bearing in mind the provision in paragraph 44 of annex II for the acquisition of prefabricated living units, including installation, the Committee questions the amount included in paragraph 83 (d) for the erection and maintenance of prefabricated housing units.

69. A provision totalling $7.1 million is included in the UNTAC budget for public information programmes. As stated in paragraph 101 of annex II, "it is proposed to establish an independent United Nations-operated radio broadcasting station". The Advisory Committee notes that such a proposal was not included in the Secretary-General's report to the Security Council (S/23613), or in his recent progress report (S/23870); in the latter report he noted that "UNTAC will have access to existing radio transmission facilities in South-East Asia through which it will be able to broadcast UNTAC information and education programmes" (para. 44).

70. In response to inquiries, representatives of the Secretary-General informed the Committee that information from UNTAC indicated that difficulties would arise in connection with the use of a local radio station and that discussion with outside broadcasting networks had thus far not provided a satisfactory solution. At the time of the Committee's review this matter was still under discussion in the Secretariat with a view to exploring alternative arrangements. In the circumstances, the Advisory Committee notes that the provision for the purchase of a radio station ($3.3 million) should be regarded as provisional; it trusts that more information will be provided in this regard in the context of the Secretary-General's performance report.

71. A provision of $3.5 million is also made for contractual services required in support of the information programmes; as stated in paragraph 104 of annex II, that amount provides for a 30-person technical expert team, as well as, inter alia, the external production of booklets, press kits,

implementation timetables and so on. To the extent that these materials are for the external promotion of UNTAC outside the area of operation, the Committee is of the view that they should be covered by the regular budget of the United Nations. In this connection, the Committee recalls that the programme budget for the biennium 1992-1993 provides, under section 31, $100.9 million for public information, including $57 million for promotional services, which covers peace and security and in particular activities relating to peace-keeping operations.

72. An amount of $14.3 million has been included for mine-clearing programmes, as discussed in paragraphs 106 to 108 of annex II. In this connection, the Advisory Committee recalls that in his report to the Security Council (S/23613), the Secretary-General noted that, in accordance with the mandate provided to it by the Council, UNAMIC was "already charged with the task of undertaking mine-awareness, mine-recording and marking and mine-clearance training programmes, as well as in providing assistance in mine-clearance itself" (para. 80). The Secretary-General also noted that once UNTAC was established those programmes would be taken over by its military component and expanded. In his progress report of 1 May (S/23870), the Secretary-General reported on the deployment of six mine-clearing training teams and stated that "it is estimated that 5,000 Cambodians will have been trained in mine-clearing by the end of the year" (para. 27). The Secretary-General also stated that "the United Nations will need to pay and equip these newly trained mine-clearing personnel" and that "funds will be required not only for monthly wages, but also for compensation for families in the case of death or disablement".

73. The Advisory Committee notes that the success of these programmes will have an impact on the deployment of the military and the repatriation of Cambodians; the Committee also notes that, as indicated by the Secretary-General, the "prevalence of unexploded mines will be a problem in Cambodia for many years to come and must be addressed increasingly by Cambodians themselves". The Advisory Committee notes that the estimate for mine-clearing programmes includes provision for the establishment of 64 mine-clearing teams, each of which would comprise 40 individuals. The related provision for compensation payment in case of death or disability is included in the provision for claims and adjustments discussed in paragraph 87 of annex II. In response to inquiry regarding the difference between the number of individuals included in the 64 teams, namely, 2,560 and the figure of 5,000 cited by the Secretary-General, the Committee was informed that although it would be possible to train 5,000 individuals, only 2,560 could be employed. The Committee inquired about the provision in paragraph 107 of annex II for three armoured mine-clearing bulldozers and was informed that they would be of very limited usefulness. Under the circumstances the Committee recommends that the need for this provision be reviewed.

74. An amount of $20.8 million is budgeted for infrastructure repairs, as discussed in paragraph 47 of annex II. Although the Committee was provided with additional information, it did not receive a satisfactory explanation of the basis for this figure. Although the Secretary-General states that these

repairs are the minimum required for the mission to complete its mandate successfully, the Advisory Committee urges the Secretary-General to coordinate his efforts with all other organizations involved in rehabilitating the infrastructure.

75. As discussed in paragraph 109 of annex II, a provision of $14 million is made for rehabilitation assistance to the demobilized military forces. The Advisory Committee notes that this is at the top end of the range cited by the Secretary-General in his report (S/23613) (see para. 3 above); however, no explanation was provided to the Committee concerning the choice of the higher figure or, indeed, the basis for the figure. In the opinion of the Committee coordination between UNTAC and other agencies involved in rehabilitation is essential in order to ensure the optimum utilization of these resources and it trusts that the Secretary-General will include information in this regard in his performance report.

76. As indicated in paragraph 110 of annex II, $22.3 million is provided for food supplies (excluding transportation and distribution costs) to be made available to the forces of the Cambodian parties at an estimated cost of $0.57 per ration. The Advisory Committee was informed that this amount had been overstated and that the daily cost per person for the scale of issue amounted to $0.22, that is, the estimate should be more than halved. The estimate will also be affected by the voluntary contribution of ready-to-eat meals (see para. 8 above). The Committee was informed that it might be possible to have the World Food Programme execute the management of the programme, including distribution and inventory control, which would might affect the related estimate of $5 million for cost and distribution.

77. A provision of $15.2 million is made in respect of the support account for peace-keeping operations through 31 July 1993, as indicated in paragraph 114 of annex II. The Committee points out that the amount requested until 31 October would be a proportion of the $15.2 million. In view of the size of the estimated expenditure for UNTAC and after receiving information on the current status of the support account for peace-keeping operations, the Committee is of the opinion that the application of the full 8.5 per cent charged to UNTAC for the support account may not be necessary. Moreover, the comments of the Advisory Committee in the paragraphs above with regard to salaries, common staff costs and travel should have a consequential impact on the estimate even if the full 8.5 per cent is applied. The Advisory Committee intends to review the question of the percentage to be charged to UNTAC in the context of its review of the performance report of the operation; this report should include specific proposals in respect of the support account. Pending this review, the Committee believes that an amount of $4 million should be sufficient for the period up to 31 October 1992.

78. In view of the Committee's observations and recommendations in the preceding paragraphs regarding the large number of areas where savings can be made, the Advisory Committee believes that an additonal appropriation and assessment of $606 million gross ($600 million net) for the operation of UNTAC

through 31 October 1992 should be adequate. If the $233.6 million gross ($233.2 million net) already appropriated is taken into account, the Secretary-General will have available a total $839.6 million gross ($833.2 million net) for the operation of UNTAC for this period. Should the Secretary-General experience difficulties regarding this level of resources, he may submit such additional requirements as may be necessary to address any eventual shortfall. In this connection, the Advisory Committee points out that a performance report on UNTAC will be submitted to the General Assembly at its forty-seventh session. At that time, as has been stated by the Secretary-General, a more precise review will be possible of the operation's additional requirements for the balance of the mandate period as approved by the Security Council.

79. As it has in the past, the Committee points out the necessity for Member States to pay their assessed contributions in full and on time. In this connection, the Committee was informed that on the average 36 per cent of appropriations were actually collected within three months after the assessments for peace-keeping operations were issued; the Committee points out that such payment does not allow the necessary reimbursement to troop contributors.